

Follow-up to the UNECE Regional Implementation Strategy (RIS) of the Madrid Plan of Action on Ageing (MIPAA)

Spanish Report

Madrid, December 2011

Executive Report

This report deals with the progress Spain has made, on a national level, regarding ageing since 2007.

However, we must consider that at a regional level each of the 17 Autonomous Regions have jurisdiction regarding organization and implementation of the social services, and all of them have their own specific programs for the elderly.

In order to produce this report, we have collected the information provided by the different Ministerial Departments with jurisdiction in some of the aspects that have an impact in the ageing process, we consulted in their web sites and gathered other official data, most of which comes from the Portal de Mayores web site.

As regards the participatory approach, due to production of the Libro Blanco del Envejecimiento Activo [The White Book of active Ageing] and the Government Report for the evaluation of the first four years of implementation of the Ley de Promoción de la Autonomía Personal y Atención a las Personas en Situación de Dependencia [Law on the Promotion of Personal Autonomy and Care for Dependent Persons], different agents and social organizations, companies and professionals that deal with this activity, have been consulted and also the Consejo Estatal de Mayores [State Council for the Older Persons], a recognized inter-ministerial body that has consulting and advisory jurisdiction. Their most significant answers have been incorporated into this report.

However, we must point out that in Spain the biggest boost to the policies and development of the plans and programs regarding aging were achieved within the first review of the MIPAA/RIS, and the information was presented in the prior national report at the conference which took place in León.

Within this period, we can highlight the following achievements:

- **The implementation and development of the Ley de Promoción de la Autonomía Personal y Atención a las Personas con Discapacidad [Law on the Promotion of Personal Autonomy and Care for Dependent Persons], (Long term care).** This was started in 2007 with grade III, level II and during the period between 2007 and 2011, we have included III, level I; grade II levels II and I and grade III, level II.

Since the enactment of this law which was approved in December 2006, an entire legislative corpus is being developed through Ministerial orders, Royal Decrees and Resolutions, so that, among other things we can determine the

intensity of the protection of the services and the total amount of the economic benefits derived from the different grades and levels; approval of the evaluation scale; the creation of a Special Committee for the Improvement of the Quality of the System for the Self Autonomy and Care of Dependent Persons; to regulate, via a special agreement within the Social Security System the informal caregivers; an agreement regarding the mutual criteria for the conceptualization of good practice within the system; agreements regarding financial aid; agreements regarding the bodies and procedures of evaluation of the dependency situation.

- **Law 27/2011 dated 1 August on updating, adaptation and modernization of the Social Security System, on the sustainability of the Pension System, and which modifies, among other things, the required years of contribution to the fund and the delay of the retirement age at 67.**

- **Libro Blanco Del Envejecimiento Activo [White Book of Active Aging], made public on 3 November 2011.**

The book is divided into three large sections:

- The elderly population: Present and future of the elderly,
- The most relevant aspects of active aging,
- The most important challenges of active aging.

The proposals made in the White Book are comprised within the following structure:

- Assume that individual development prolongs itself during the entire life cycle, thus, it entails social repercussion.
- Establish an economic policy that includes the whole life cycle and facilitates human relationships, reserves time for personal care, solidarity and social relations, which would improve the economy and the safety of the elderly.
- Develop, promote and disseminate a concept of the older persons in accordance with their rights as an integral part of society, without discrimination or disparities.
- Make it easier for them to participate actively in all spheres and levels of society, and to foster intergenerational solidarity.

- **Governmental report on the evaluation of the first four years of the “Law on the Promotion of Personal Autonomy and Care for Dependent Persons”, made public on 4 November 2011. This report is structured in two clearly separate parts.**

In the first one, the System is examined from the point of view of rules, costs and funding analysis, economic impact, comparative European analysis, an analysis of the Information System SAAD (Sisaad) and the annual report of the activities of the Administración General del Estado en el ámbito del SAAD [National Administration within the scope of the SAAD].

The second part displays the results of the surveys of assessment undertaken to the Regional Governments, civil society, FEM (Municipalities representation), beneficiaries as well as the caregivers

According to this second part of the Report on the Law, the main **positive** results are:

- The development of a new subjective or basic right which reinforces all of the social rights and the social protective system in general.
- Dependency has been included in the public agenda and is now more visible, socially speaking, where before it was a social problem in itself and, until very recently, was considered a personal or family problem.
- In a more ample sense, it is considered a social and economic investment or, if you like, a public or private expense with various social and economic returns.

This positive evaluation also entails several forms of **criticism**, all of which are considered surmountable, without exception, via the same system this law established. We emphasize the following:

- A system which is considered much too focused on the economic benefits in detriment of the development of the services, and within these services we include the limited development of those dedicated to self independence and prevention.
- The slowness between the evaluation and the execution of the Program for Individual Care
- The existence of different speeds of action in the SAAD development within the different Autonomous Regions, which affects the principle of equal opportunity
- Inter-administrative cooperation which is considered insufficient to help efficiently in the social and territorial cohesion
- Limited socio-economic coordination
- A funding system which in part is considered insufficient and which causes doubts with respect to its future sustainability, especially because of the current financial and economic crisis and, at the same time, creates a concern as regards the financial transparency of the Regional Administrations.

General Information

The Institution in charge of follow-up on the MIPAA and the RIS is the Imserso, via the General Secretary. (Coordination of Studies and Technical Support)

The Imserso is a Social Security management body that belongs to the Secretary of State for Social Services and Equality in the Ministry of Health, Social Services and Equality. The Imserso has been assigned competencies in the area of the older persons, including those that are derived from the creation and implementation of the system of protection for the dependent and the development of policies and programmes related to the active ageing of the population. It is also in charge of managing the complementary social services in the Social Security system and of managing the plans, programmes and services at state level for the older persons and the dependent persons.

The Spanish report was drawn up by the following departments of IMSERSO:

- Secretaría General del Imserso (Coordinación de Estudios y Apoyo Técnico, Servicio de Relaciones Internacionales)
- Subdirección General de Planificación, Ordenación y Evaluación

Coordination:

Mercedes Castro, Técnico Superior de Estudios de la Secretaría General del Imserso

Authors:

- Mercedes Castro
- Adela Mateo, Técnico Superior de la Subdirección General de Planificación, Ordenación y Evaluación

Imserso contact details:

Calle Ginzo de Limia, 58

E-mail : lcidr@imserso.es

Telephone: +34917033654

1. National situation with respect to ageing

Spain is a Parliamentary Monarchy, a democratic State governed by the rule of law. It is Member State of the European Union since 1986 and also places great importance on its cooperation with Latin America.

According to Spanish Constitution of 1978, in the political and administrative sphere is divided into seventeen Autonomous Communities as well as Ceuta and Melilla.

An Autonomous Community is a territorial entity within the constitutional system of the Kingdom of Spain that has been granted legislative autonomy and executive competencies, as well as authority for self-administration via its own representatives.

The policies on ageing that are intended for the provision of social and healthcare services for the older persons have been developed at an intense rate since the democratic transition in a political administrative context of shared competences between the Central State and the Autonomous Communities.

As for demographic indicators, there were 7,929,269 older persons in Spain during 2010, which is 16.9% of the total population, and 2,302,902 of them were over 80, which is 5.9% of the total population. In accordance with the statistics of INE (Instituto Nacional de Estadística) [National Institute of Statistics], they point out that in 2007 there were 5,702 persons 100 years old (4,327 women and 1,375 men) and they predict that in 2015 there will be 10,353. Considering the projections for 2049 (see the charts en annex 1) the elderly persons in Spain will be 31.9% of the total population.

People over 65 years from UNECE countries living in Spain are 156.291, in 2011, from which the most numerous group, 66.155 are from United Kingdom, 22.580 from Germany, 10.542 from France, 9738 from Italy among others.

The ageing phenomenon produces an economic impact in the public expense and requires more and more adequate provisions, in short and long terms in the fields of pensions, health, care for the dependant persons, education and welfare.

In this respect, we should underline the fact that the Spanish society and its institutions are increasingly assuming the ageing of the population, which on the one hand manifests itself in a better organization and participation of civil society in order to respond more adequately to the challenges of specific

themes, and on the other, more regulations and implementation of measures from different institutions and public and private organisms, in accordance with their jurisdictions, so as to confront ageing with the highest quality of life possible.

Also we have to consider the current world economic crisis which is affecting Spain very seriously. It creates an important level of uncertainty and its inherent changes and evolution make it difficult to know which will be the challenges of ageing within the next few years. For example, the demographic data to which we refer has been gathered to draw up the White Book of Active Ageing, more recent data reveals that during the past year an important number of immigrants have returned to their countries. This is something to take into consideration due to the fact that many of these people are caregivers to older people, both here in Spain as well as in other European countries, and if this situation continues, it will also affect the birth rate figures and everything that it entails related to the active population.

In this context of economic crisis, one of the main and most worrisome problems of this country, is the high rate of unemployment (around 22% of the active population), due to which urgent measures have been taken with short and long term effects such as the *Ley 27/2011, de 1 de agosto, sobre actualización, adecuación y modernización del sistema de Seguridad Social*. [Law 27/2011 of 1 August 2011 on the updating, adapting and modernization of the social Security System] or the *Ley 2/2011, de 4 de marzo, de Economía Sostenible* [Law 2/2011 of 4 March 2011 on Sustainable Economy] focusing on the improvement of a sustainable economic and creating employment, as well as other measures that are mentioned below.

In this sense it is good to emphasize that ageing seen from different sectors of the population as a burden is, however, an **employment generator**. Here we present a few significant examples in Spain:

Due to the implementation and development of the Law on the Promotion of Personal Autonomy and Care for Dependent Persons, we have generated around 123,000 new direct jobs, 42,000 indirect ones and 149,565 informal caregivers which have joined the National Social Security System.

The Vacation Program of the IMSERSO during the 2010/2011 season has generated 13,343 direct employments and around 80,000 indirect ones.

Also, as for the point of view of ageing we emphasize the edition of the White Book on Active Ageing and the Government Report for the evaluation of the first four years of implementation of the "Law on the Promotion of Personal Autonomy and Care for Dependent Persons" because of their effect on raising the conscience of these themes within the Spanish society, and at

the same time, they suggest new lines of action which are useful guidelines to readjust and improve the measures which should be carried out in the next few years.

Among the recommendations within these important documents, we highlight the need to tackle the matter of funding through financial systems which are coherent and sustainable, approach the social and health coordination, improve the coordination between the Administration and the Autonomic Regions and increase the transparency of the information.

2. Methodology

The information we present here has been gathered from studies, reports, research and publications dealing with ageing, as well as the reports that the IMSERSO receives from the Dirección General de Formación Profesional, Subdirección General de Aprendizaje a lo Largo de la Vida, from the Dirección General de Políticas Sectoriales sobre la Discapacidad, from the Agencia de Calidad del Sistema Nacional de Salud, from the Dirección Nacional de Suelo y Políticas Urbanas, from the Dirección General de Arquitectura y Política de Vivienda, from the Instituto de la Juventud, Dirección General del Libro, Archivos y Bibliotecas, and also through the Observatory for the older persons and Older Persons site, a scientific portal, specialised in Gerontology and Geriatrics developed by the Spanish National Research Council and Imsero and currently the leading International portal in Spanish language.

The instruments used to extract the information and considering the “Bottom-up” approach have been: Direct interviews, questionnaires, debates and idea sharing meetings.

3. Analysis and evaluation of the national measures in order to comply with the CEPE MIPAA / RIS commitments.

COMMITMENT 1: To integrate ageing in every political field with the aim of harmonizing all societies and all the economies with the demographic change and to create a society for all ages.

The Ministry in charge of most everything that has to do with ageing, at a national level, is the Ministry of Health, Social Services and Equality, through the IMSERSO.

Considering an integral approach and given the importance of this matter, other Ministries are integrating ageing as a priority within their activities,

each one in the scope of its competences thus, contributing to a multidisciplinary response. Below we depict the most important actions in relation to this commitment:

Ministry of Health, Social Policy and Equality

-Royal Decree 422/2011, of 25 March, approves the regulations of the basic conditions for participation of persons with disabilities to take part in political life and in the electoral process.

-Law 26/2011, 1 August, adapts the regulations regarding the handicapped person's rights to the International Convention and Royal Decree 1276/2011, 16 September, which modifies twelve Royal Decrees to adapt them to the International Convention.

-The creation of the Centro Estatal de Subtitulado y Autodescripción to boost their accessibility in the field of audiovisual media

-Spanish strategy regarding disability 2012 - 2020 (October 2011). Frame of reference, developed in Spain, for all public policies dealing with disability, with an integral vision and actions focused on rights which are efficient and real.

-Integral Spanish strategy of culture for everyone (July 2011), measures tending to improve the accessibility of people with disabilities in cultural spaces and activities.

-Centro Nacional de Tecnologías de la Accesibilidad (CENTAC) [National Center of technologies and accessibility]. Promotes the development of accessibility technologies in the fields of business, manufacturing and services in order to make it easier for the older persons and the people with disabilities to access them and, thus, improve their quality of life and that of their families.

-Studies undertaken that lead to knowing the opinions of the patients/citizens

-The creation of Red Ciudadana de Formadores en Seguridad del Paciente [Citizen Network for Trainers on Patient Safety] which emphasizes care of the chronic patients at home.

-Studies on health and gender; Training for professionals in these areas as well as lines of research

-National Action Plan for Social Inclusion (2008 - 2010)

-INJUVE Opinion Survey (2007): Young and older persons, family relations and gender equality.

-Program, " Young people in A Digital Literacy Program for Adults".

IMSERSO, amongst other actions which will be dealt with later on and pertaining to other commitments:

-The **White Book of Active Aging** (IMSERSO, 2011): thorough research of the real life of the elderly and proposals to improve their quality of life.

http://www.imserso.es/imserso_01/envejecimiento_activo/libro_blanco/index.htm

The Ministry of Public Works

-White Book of the sustainability of Spanish urban planning which includes the needs that should be covered, including the need for citizen participation, especially our older persons, regarding the processes of planning and modification of our cities

-The National Housing and Rehabilitation Plan, 2009 - 2012, establishing measures benefiting the older persons

Presidency of the Government; Department of Sports

-An integral plan for physical activity and sports (2010), which includes a specific program for older persons

-A Guide of Physical activity focused on active ageing and older persons (2011) which includes four comprehensive sections: self evaluation, benefits, activities and diet.

Ministry of Culture

-Measures regarding libraries and their accessibility, their funding and their access for the older persons and persons with disabilities and the training of professional librarians.

Ministry of Education

Besides the multiple activities which it has been conducting for many years it has added several programs for older persons such as languages, digital literacy and other specific themes for them to acquire personal and social capacities which are included in the Permanent Learning Plan.

In 2008 a Subdirección General de Aprendizaje para toda la Vida. [General Sub Department for Life Long Learning] was established.

Ministry of Science and Innovation

-The digital citizenship AVANZA Plan, a website without barriers for older persons and persons with disabilities.

-Studies, pilot experiences in this field aimed at contributing towards an active and independent life.

-The foundation of research networks: RETICEF focused on ageing and frailty; CIBERNED on degenerative illnesses and The CIEN Foundation focused on Alzheimer.

-The constitution of a Research and Innovation consortium focused on ageing (CNIE) promoted by the Ministry of Science and Innovation through the Health Institute Carlos III and by the Basque Government, through the Department of Health and Consumers. The aim will be to promote, coordinate and execute an integral Program of Research and Innovation focused on ageing, with the following specific programs:

- A Basic Research Program, which will be embodied in the creation of a National Center for Research on ageing (CNIE) in the Basque country.
- A Program for Development and Innovation on ageing which will include the transnational research activities of the three scientific programs: basic research, Clinical Research and Research on Social Health, linked to the business sector.

COMMITMENT 2: Integration and participation of older persons in society.

- One of the established mechanisms in Spain focused on participation of the older persons in society is through the State Council of the Elderly, an Interministerial collegiate body with advisory and consultative powers, whose purpose is to institutionalise the collaboration and participation of the older persons, channel their initiatives and demands to the General State Administration and inform and advise on the consultations that are formulated.

- The State Council of the Elderly celebrated their III National Congress, with the support of IMSERSO, it took place in Madrid in May 2009, under the theme "We Progress Together, A Unified Society for All". During the congress, the main lines of the social policies relative to older people for the next few years

were reviewed aiming to progress in the design and development of policies and programs focused on meeting the needs of the elderly.

http://www.imserso.es/imserso_01/el_imserso/relaciones_institucionales/consejo_estatal_personas_mayores/III_congreso_estatal_personas_mayores_2009/index.htm

Other activities of IMSERSO during this period were:

-Promote the positive image of older persons through the publications of "60 y más, Autonomía Personal y Enlace. [60 and over, Personal Autonomy and Links] To do this, we have improved the formats of the magazines as well as included the online format for a larger coverage.

-Implementation of annual training specialized courses for the professionals dedicated to the ageing field. These courses are organized in accordance with the detected needs.

-Support the establishing and maintenance of associations and NGOs through the National Subsidy Regulations. Between 2007 and 2011 the yearly average of subsidies granted reach 35 entities with yearly average expenses of three and a half million.

-Establishment of the web site "enclaverural" (IMSERSO, 2009), it's a free, open and supportive website, that collects rural interventions in the fields of ageing, disabilities and proximity of vicinity services in order to make them known and used by the population nearby, as well as for being reproduced by other rural locations.

http://www.enclaverural.es/enclaverural_01/enclaverural/index.htm

-“Near you” PROGRAM (IMSERSO 2009, executed in 2010 and evaluation report in the 2011). Its objective is to promote the best possible responses for loneliness of the older persons.

-The **intergenerational network** aims at promoting research, policies and good practices in order to improve the relationship between generations and to collaborate in establishing of an authentic society for all ages.

-The creation of the **System for the Autonomy and Care of the Dependent (SAAD)** (IMSERSO, 2007) The principal objective is the assurance of the basic conditions and the provision of the levels of protection for all dependent persons, serving as the channel for the collaboration and participation of the Public Administrations and the optimization of the public and private resources available. It has at its disposal an information system (SISAD).

http://www.dependencia.imserso.es/dependencia_01/index.htm

-The National Innovation, Research and Development Plan 2008 - 2011. Strategic area: Health, Selected Projects, 94, Budget: 2,348,000 euro.

-IMSERSO Study Plan: Studies produced and published under the auspices of IMSERSO: 63 in the areas of Dependency and active ageing.

Culture (Ministry of Culture): participation of older people through a cultural volunteer program within the administration of culture such as training agents and information providers of the cultural patrimony.

-Programs to promote workshops that increment knowledge of the cultural patrimony and reading

Programs to promote reading through the endowment of special funds destined to the older persons

Programs that reduce or cancel the prices to the access to the cultural patrimony for older people

Libraries: Accessibility measures for older people or people with disabilities, endowments of accessible materials and training for the professionals in the field, as well as implementing new technologies.

One of the matters that should be considered in order to facilitate the participation of older people is to improve the accessibility and quality of their surroundings, and in this sense measures have been taken.

Establishment of the Vulnerability Observatory in Spain (**Ministry of Public Works, 2010**)

The Social Inclusion Plan: It identifies the neighborhoods in the Spanish cities with a population of more than 50,000 where the most vulnerable indicators are concentrated.

Ministerial Order 561/2010 that develops a technical document of **basic conditions of accessibility to the public urban places with no discrimination.**

The National Housing and Rehabilitation Plan 2009 - 2012 establishes different measures of support for house rentals, rentals with an option to buy, accommodations, subsidized housing and housing rehabilitation and adaptation. In article 1.2 it establishes that, amongst others, people 65 or over can be beneficiaries with a right to preferential protection.

COMMITMENT 3: Promotion of equitable and sustainable economic growth in response population ageing.

-Law 2/2011, 4 March, for a sustainable economy. The object is to include in the legal system the structural reforms necessary to create conditions which benefit an economic sustainable development as a pattern of growth which includes the economic, social and environmental development in a productive and competitive economy and which, at the same time favors quality employment, equal opportunities and social cohesion as well as guaranteeing environmental respect and the rational use of natural resources in a way that allows satisfaction of the needs of present generations without compromising the possibility of future generations to meet their own needs.

<http://www.boe.es/boe/dias/2011/03/05/pdfs/BOE-A-2011-4117.pdf>

-National Reform Program, 1 April 2011. Clause IV.5: Poverty and Social Inclusion. Reduce the risk of poverty in older people; Reinforcement of minimum pensions, especially for those that live by themselves.

<http://www.google.es/search?sourceid=navclient&aq=0h&oq=programa+nacional+de&hl=es&ie=UTF-8&rlz=1T4SUNC esES378ES381&q=programa+nacional+de+reformas+2011>

-Stability Program 2011 - 2014, aims at consolidating fiscal and structural reforms which affect many people in order to guarantee the welfare system.

<http://www.meh.es/Documentacion/Publico/GabineteMinistro/Varios/29-04-11 Programa Estabilidad Espana 2011-2014.pdf>

-Law 45/2007, 13 December, for the sustainability of a rural environment, it establishes the bases for an appropriate rural policy completely adapted to the economic, social and environmental conditions pertaining to the Spanish rural environment.

-The Sustainable Rural Development Program (PDRS) (Royal Decree 752/2010, 4 June). This program defines a strategy for rural development which should mean a boost to the progress of the rural areas and especially those that are more backward, guaranteeing an improvement in the life conditions of its population, with an emphasis on older people and more vulnerable groups, through the growth and betterment of the structures, their productive capacity and their services, infrastructures and environmental values which, in turn, will contribute to the development of the endogenous potential of the territory.

http://www.meh.es/Documentacion/Publico/GabineteMinistro/Varios/29-04-11_Programa_Estabilidad_Espana_2011-2014.pdf

-National Land Law, 20 June 2008, conceives the territorial and urban development as sustainable, "harmonizing the requisites of the economy, employment, social cohesion, equal opportunities and treatment between men and women, health, safety and the protection of the environment".

http://www.boe.es/aeboe/consultas/bases_datos/doc.php?id=BOE-A-2007-10701

COMMITMENT 4: Adjustment of social protection systems in response to demographic changes and their economic and social consequences.

-Law 27/2011, 1 August, regarding adapting, updating and modernization of the Social Security System. This is a regulation focused on sustainability of demographic, economic and social requirements, together with other measures related to the permanence of the older workers in the labor market, the exclusion of poverty, minimum pensions, widow pensions, recognition for the pensions as regards independent workers and the regulation of inverse mortgages.

<http://www.boe.es/boe/dias/2011/08/02/pdfs/BOE-A-2011-13242.pdf>

-The Organic Law 3/2007, 22 March, for equal opportunities between men and women, amongst others, establishes measures to conciliate working life and family life, such as paternity leave, improvement of the reduction of the working day due to care given at home, either to children or other relatives.

http://www.boe.es/aeboe/consultas/bases_datos/doc.php?id=BOE-A-2007-6115

-The National Housing and Home Rehabilitation Plan 2009 - 2012 preference in the access to subsidies for persons that are especially vulnerable, people in situation of dependency, or over 65 or women who are victims of domestic violence when it relates to housing access. The Plan includes specific actions which benefit all these groups in, i.e. subsidized housing. It includes the eradication of the substandard housing and the rehabilitation subsidies of up to 3,500 euro and a reduction of the VAT applicable to this type of construction and a reduction of the income tax.

-Universal IMSERSO Accessibility Program, May 2011, agreement within the framework of Universal Accessibility 2011

http://www.imserso.es/imserso_01/autonomia_personal_dependencia/accesibilidad/convenio_accesibilidad/index.htm

-Private Pensions: Royal Decree 1299/2009, 31 July, in which the Pension Fund Regulations and Income Tax approved by Royal Decree 304/2004, 20 February (published in the Official Bulletin of 01-08-09) are modified.

-Royal Decree 1684/2007, 14 December, in which the regulations and implementation of the commitments for pensions contracted by the companies with their employees and their beneficiaries, approved by Royal Decree 1588/1999, 15 October, are modified.

Order EHA/407/2008, 7 February, in which the Pension Fund Regulations are developed within the realm of actuarial finances, Investment Regulations and Registry Procedures.

-Law 27/2011 introduces specific provisions relative to the collective insurance of dependency: modifying the income tax regulations and modifying the Pension Fund Regulations.

COMMITMENT 5: Enabling labour markets to respond to the economic and social consequences of population ageing.

-Strategy for Employment 2012 - 2014, October 2011, its main objective is to promote employment among the active population and increment the participation of both men and women in the labor market, improving productivity and job quality in a sustainable labor market based on equal opportunities, social and territorial cohesion. It includes specific measures for maintenance and employment promotion for persons over 55 years old.

-Law 27/2011, 1 August, to update, and modernize the Social Security System. Additional disposition number 16 regulates the labor force adjustment plan that affects workers over 50 years old and which allows them to remain in the labor market eliminating certain incentives for an early retirement.

-Royal Law-Decree 3/2011, 18 February, of urgent measures for improvement of employment opportunities and the reform of active policies for employment aims to improve the efficiency of our employment policies, especially now during the economic crisis and given the repercussions in the labor market.

-Royal Law-Decree 1/2011, 11 February, of urgent measures to promote the transition towards stable employment and the professional requalification of the unemployed persons contains measures destined to find possibilities to place unemployed persons through professional requalification in order to improve their opportunities. It also includes measures which specifically focus on people over 45 years old which have been unemployed for a long period of time.

-**Job Training**, Programs to accommodate workers' capabilities to the labor market requirements:

- Professional Requalification Program (PREPARA) for people who have exhausted their unemployment benefits.
- The recognition of acquired competences through working experience (RECEX)
- Practice or apprenticeships aiming to contribute and improve the integration of young workers between the ages of 18 and 25 which are professionally qualified but have no working experience. The non remunerative practices would take place in companies which previously have signed agreements with the public labor entities to this effect.

http://www.sepe.es/contenido/empleo_formacion/

- **Action Plan 2010 - 2011 for Permanent Learning (Ministry of Education)**

- Strategic axis Number 3: establishes new ways to access Professional Training Courses for young workers who gave up studying too early in order to acquire qualification.
- Strategic axis Number 4: Reinforce the acquisition and adaptation of new professional capabilities in order to be successful in the changing labor market.

COMMITMENT 6: Promotion of life long learning and adaptation of the educational system in order to meet the changing economic, social and demographic conditions

The Dirección General de Formación Profesional has conducted symposiums on this theme.

Permanent Adult Learning Plan of Action (Ministry of Education and Science, 2007) It's always a good moment to learn.

Permanent Learning Plan of Action (Ministry of Education 2010 - 2011).

<http://www.educacion.gob.es/dctm/ministerio/horizontales/prensa/documentos/2011/11/el-aprendizaje-permanente-en-espan?documentId=0901e72b81071ba3>

Permanent Learning Plan of Action (Ministry of Education 2012 - 2014)

This is focused for the entire population, so that everyone can increase his professional, personal or social capabilities. It establishes as a priority the assistance to those persons or groups that have very low or no qualification at all and to those that should be offered new opportunities to integrate professionally or socially. It has an eight strategic point structure with 25 actions, including **specific measures for older people** in the fifth point. Actions 14 and 15 are to develop ways to access studies at university for people over 45 years old through flexible programs which promote inclusion, cohesion and intergenerational solidarity, and in point 6, Action 17, it focuses on how to acquire digital abilities for persons who abandoned the educational system more than 30 years ago. Action 18 aims to promote specific offers for older people whose abilities can be reinforced and made the most of by society and the future generations.

Learning languages through a long distance program "That's English" or enrolling in the official school of languages.

Digital literacy Courses through "Aulas Mentor".

Non Formal Education in Education Centers for adults.

Recognition: The Miguel Hernandez Awards (Ministry of Education, annual) which specifically recognizes those entities that promote active ageing and those that support adult residents in rural communities that have difficult communications.

Subsidies (Ministry of Education, annual) for organizing Congresses and symposiums on lifelong learning with the participation of older people

Collaboration with the National Association of University Programs: They have organized two conferences: The II National Conference for Lifelong learning (November 2010) and The IV Latin American Conference for Lifelong Learning, June 2011.

Debate on Lifelong Learning with workshops on analysis and evaluation of university teaching methods for adults

COMMITMENT 7: Striving to ensure quality of life at all ages and maintain independent living including health and well-being

The **White Book of Coordination between Social and Health Matters** (IMSERSO 2011) analyzing and reviewing good practices used in the different Autonomous Regions.

Training for Patients and Relatives which especially trains caregivers and gives instruction for self care for chronic patients at home through **The Citizen Network of Trainers in Patient Safety**.

Production and dissemination the pertinent documents regarding **Standards and Recommendations of quality** and a Safety Unit for patients with several pathologies. Establish a Palliative Unit and a Day Hospital Unit.

In collaboration with the Autonomous Regions, scientific societies and patient associations produce the **Health Strategies**, for Cancer, Ischemic Cardiopathy, Diabetes, Mental Health, Palliative Care, Stroke and Chronic Obstructive Disease.

National Reference Centers (CRE), managed by Imsero, they are resources with a multidisciplinary approach specialized in research, analysis, assessment and knowledge of the best forms of socio-sanitary care that also serve as forums and also specialized in managing information in relation to promoting, developing and divulging the data which is specific to either a condition or illness or a sector of dependant people, as well as implanting prevention and care programs which aim at developing innovative experiences and good practices in their services to older people, people with disabilities or those that are at risk of becoming dependant. The following centers are operating since 2007:

- Attention for patients with Alzheimer or other mental health problems, (Salamanca).

- Attention for severely handicapped patients and for promoting personal independence and care for the dependant, (León).
- Attention for patients with rare diseases and their relatives, (Burgos).
- Psychological and social attention for patients with severe mental problems, construction ended in 2010, (Valencia).
- Community attention for older persons, construction ended in 2010.

Social Thermalism: The basic objective of this Programme is to offer older people the possibility to visit thermal baths at reduced prices, thus improving their quality of life and contributing to active ageing through the adoption of a healthy lifestyle.

In the year 2007, 82 spa resorts participated. In 2011, the number of vacancies was increased to 450,000. The programme is funded by means of affordable co-funding by the user.

Programme of Holidays for Older Persons allows the older persons to enjoy holidays in coastal areas, cultural tours, nature tourism.

The Programme is funded by the participation of the Administration and the users in an average proportion of 30 % to 70 % of the total cost of each. It was implemented in the 1985/1986 season, with 16,000 vacancies. Since then, it has developed without interruption, steadily growing, in the 2006-2007 season, 830,000 vacancies were offered and in the 2009/2010 increased to 1,200,000 vacancies .

It is a program with great social and economic impact, not only because of the wellbeing of older persons but also as a profitable program: for every euro invested in the financing of Holidays for the Elderly Program is recovered 1.53 euro on the concepts of Social Security contributions, income taxes of Finance, savings in benefits and allowance unemployment, collection of the added tax value from other companies that occur with the generation of employment.

Regarding other services, have been improved as follows:

	Home help service	Remote assistance	Day canters	Residential
2006	305801	261433	47624	298870
2009	372199	451336	69149	344543

Source: Observatory of the elderly.

Training for professionals: As part of the mission of the National Reference Centers is to train professionals as well as create specific programs to improve the training of caregivers, for family respite and activities of collaboration with NGOs within the sector.

IMSERSO also has an area specifically in charge of training professionals, which is focused on active ageing and the prevention and care of dependant persons. From 2007 to 2011 it has conducted more than 23 training courses.

“Ser cuidador” (IMSERSO, Red Cross) is a web site to train and inform informal caregivers of dependant persons. (Collaboration Agreement between IMSERSO and Red Cross, 2010)

Ministerial Order 561/2010, (Ministry of Public Works) produces a technical document of **basic conditions of accessibility and non discrimination** for the use of urban public spaces based on population ageing and the elimination of barriers which can limit their rights to use them.

Royal Decree 173/2010, 19 February, through which the **Technical Building Code** was modified to adapt it to the principles of accessibility and non discrimination of persons with disabilities.

COMMITMENT 8: To integrate a gender approach in a society that is ageing

National Older Women Conference, wise older women, Ministry of Health, Social Policy and Equal Rights/ IMSERSO/ Women's Institute, March 2011 (Recognition and Promotion in all its facets of older women).

The White Book of Active Ageing (IMSERSO), all research has been conducted from a gender perspective and especially chapter sixteen deals with ageing from the gender point of view. Organic Law 3//2007, 22 March, for real equal opportunities between men and women.

Strategic Plan for Equal Opportunities 2008 - 2011: Strategic Plan to develop the Organic Law 3/2007, which is structured on four main principles: Civil responsibility, Empowerment, Mainstreaming and Innovation, all of which inter related.

Guide to Good Practices to promote the conciliation of personal life, family life and professional life from local Spanish and Norwegian entities (The Women's Institute, 2011). This is a document that aims to promote conciliation as part of the strategic objectives considered by the local policies in the **Strategies of Health and Gender** for the National Health System which is in charge of all health matters shaping the difference between sexes through a descriptive analysis.

http://www.inmujer.gob.es/ss/Satellite?pagename=InstitutoMujer%2FPage%2FIMUJ_Home

Reports on Health and Gender 2007 - 2008 and pertinent studies regarding the repercussion of certain illnesses in women; guides and recommendations in the programs, research, clinical practice from the gender point of view.

Law 7/2007, 12 April, for the **Basic State of the Civil Servant** which introduces measures to conciliate family and working life to promote and aid in the fair distribution of family care responsibilities between men and women.

http://www.boe.es/aeboe/consultas/bases_datos/doc.php?id=BOE-A-2007-7788

Equal gender opportunities and sustainable development in rural areas encompass support initiatives and actions of rural women due to the importance that they represent within the process of revitalization of the rural environment, aiming to impregnate the gender perspective in the designed strategies, so that the rural women have the same labor, political

and cultural opportunities <http://www.marm.es/esdesarrollo-rural/temas/default.aspx>

COMMITMENT 9: To support the families that provide care for older persons and promote intergenerational and intra-generational solidarity among their members.

The Spanish System for Self Independence and for Attention to Dependants (SAAD) which originated in January 2007 from the time that Law 39/2006 became effective on 14 December, has been instrumental in a deep reform regarding the attention to dependent persons in Spain and especially in the care of older people.

It constitutes a complex model of attention to dependants which corresponds to the new generation of social rights and to the European strategy of long term care, wherein the risk coverage is shared between various institutions and social agents, affected persons and informal caregivers; it includes universal coverage based on basic benefits and a minimum guaranteed by the State for all citizens in a state of dependency; it is planned and administered in a decentralized form; the provision of services is a mixture between the private commercial sector and the social economy, which are in constant and increasing competition; it channels claims and social demands through an ample system of participation of social and economic agents and the NGOs in advisory systems.

The system considers a series of benefits and services according to the degree and level of dependency, having started with the highest levels and degrees and in 2011 established the rights of persons in a moderate state of dependency. (Grade I)

The Autonomous Regions have the exclusive jurisdiction in the matter of social services and all of them have approved, since the LAPAD went into effect, new laws of social services integrating concepts, principles and benefits contained in the LAPAD

Up to 1 January 2011 there were 668,578 beneficiaries receiving benefits. From these, the largest group was the informal caregivers in the family circle with 384,985 beneficiaries.

http://www.dependencia.imserso.es/InterPresent2/groups/imserso/documents/binario/ie_2011_informeevaluacion.pdf

Royal Law Decree 9/2011, 19 August, of measures to improve the quality and cohesion of the National Health System, has entrusted the government to produce the Strategy of Socio Sanitary Attention and Coordination in order to improve the quality of attention in both these areas.

An Atlas encompassing international Good Practices for the promotion of Self Independence, a comparative analysis of good practices developed in different countries tending to guarantee the independence of older persons and their well being.

Law 39/2010, 22 December, establishes the workers right to a working day reduction, by at least half, with the corresponding salary reduction due to attention given to a child in his/her care during the time the child is hospitalized or under constant treatment for cancer or any other serious illness which might imply long term hospitalization and who requires the care of the worker in charge of him until the child is 18 years old.

Good practices in accessibility to housing: Intergenerational Housing (Alicante and Palma de Mallorca). Accessible public housing where the neighbors (young families and older persons) lend support to one another.

The intergenerational network coordinated by the IMSERSO ,the purpose of this initiative is the exchange of information, documentation, events, good practices, training in intergenerational programs among others and dissemination of information.

COMMITMENT 10: Promotion of the implementation and the follow-up on the Regional Implementation Strategy through regional cooperation

Year 2007. The IMSERSO hosted the European Regional Conference of the UNECE on Ageing, which took place in Leon between 6th and 8th November 2007 and which included an update of the Madrid Plan and the Berlin Strategy in the scope of the region of Europe and it was concluded with León Ministerial Declaration. At the same time and in the frame work of this Conference, Imserso organized a Civil Society Forum celebrated on 5th November. The Civil Society Forum concluded with two important declaration concerning to ONGs and scientists on ageing.

Year 2008. The organisation of the International EURAG Congress (European Federation of Associations of Older Persons), which was co-funded by the

IMSERO, it was a platform for Non-Governmental Organisations to make their contributions to the process of updating the Madrid Plan and the Berlin Strategy..

4. CONCLUSIONS AND PRIORITIES FOR THE FUTURE.

As we can see in this report, Spain is developing an intense activity to tackle the challenge of ageing in order to obtain maximum quality of life for older persons.

On the other hand, the current circumstances of economic crisis have required a series of actions in the short and long term in different fields. This report also presents the major changes, legal reforms and new laws that have been done recently to address the problems of the crisis affecting the elderly, such as the sustainability of the pensions system or measures to increase employment, among others.

From our perspective and in conclusion, the following recommendations at national level should be taken into account:

- Improve the incorporation of cross disciplinary lines of action spanning all the spheres that affect the older persons and their families at the three prevention levels, caring, and training, awareness raising initiatives and research and innovation.
- Develop all adopted regulations and laws and make the necessary adjustments for its maximum efficiency.
- Measures to ensure the financing of services and their future sustainability.
- Improve tools to provide greater transparency and better information to the citizenship.
- Improve systems of cooperation among Central Administration, Autonomous Communities and local Administrations.
- Promote and establish socio-health coordination strategies.
- Improve care planning of services for older persons in rural areas.
- Make age friendly and inclusive cities, capable of preventing social exclusion and promoting quality of life of older persons.
- Ensure the preferences of older people to live and be cared for at home with professional support to facilitate this.

- Promote Bioethics Committees in all Assistance Centers or Institutions providing services Humanization Commissions to contribute to the personalization of care.
- Enable full compliance with the Charter of Fundamental Rights to lead a life of dignity and independence to participate in social and cultural life. Therefore it is essential that older people have a better knowledge of their rights and institutions to be active in society, being in places of decision-making and living according to their personal life project.
- Integrate the gender and intergenerational solidarity approach into all policies, especially in the reform of pensions, health programs, research, education, professional training and programs to incorporate women in their middle age in the labour market.
- Carry out activities that promote the equal sharing between women and men in the provision of informal care.
- Awareness campaigns addressed to the whole society on the consequences in future pensions of women who stay at home assuming all family burden at the expense of their working life, with risk of poverty and social exclusion.
- Increase the empowerment of older persons in the decision making places at social, cultural and political level.
- Awareness campaigns about the values of older persons and their possibilities to contribute for a better society for all.